DOCUMENT RESUME

ED 466 512 UD 035 142

AUTHOR	Brown, David; Maxwell, Sarah; DeJesus, Edward; Schiraldi, Vincent
TITLE	Barriers and Promising Approaches to Workforce and Youth Development for Young Offenders. Policy Profiles.
INSTITUTION	Annie E. Casey Foundation, Baltimore, MD.
PUB DATE	2002-00-00
NOTE	50p.; For Overview and Program Profiles, see UD 035 141 and 143.
AVAILABLE FROM	Annie E. Casey Foundation, 701 St. Paul Street, Baltimore, MD 21202. Tel: 410-223-2890; Fax: 410-547-6624; Web site: http://www.aecf.org/publications.
PUB TYPE	Reports - Descriptive (141)
EDRS PRICE	MF01/PC02 Plus Postage.
DESCRIPTORS	*Adolescents; *Delinquency; *Job Training; *Juvenile Justice; *Public Policy; Rehabilitation; Resource Allocation; Work Experience Programs; *Youth Programs
IDENTIFIERS	*Youth Development Model

ABSTRACT

This publication is part of a toolkit that examines systemic barriers to achieving economic self-sufficiency for court-involved youth. It highlights 19 exemplary policy initiatives that fall into the following five categories: innovative approaches, new ways to allocate funds and develop resources, ways to promote collaboration among various groups, ways to promote system flexibility or system reform, and one policy initiative that can be viewed more strictly as youth development. The selection of policies was based on an examination of descriptive information and qualitative data that revealed the details of specific conditions associated with each policy. To gather this information, researchers surveyed national experts about funding, outcome measures and other basic information for policy initiatives they believed had promise. After researchers determined a group of promising policies, they conducted a second survey of policymakers and initiative administrators to examine the five categories in detail. This publication describes the 19 policy initiatives. (SM)

Reproductions supplied by EDRS are the best that can be made
from the original document.

ED 466 512

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)
✓ This document has been reproduced as received from the person or organization originating it.
☐ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

PERMISSION TO REPRODUCE AND DISSEMINATE THIS MATERIAL HAS BEEN GRANTED BY

W. J. Rust
Annie E. Casey Foundation

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

Barriers and Promising Approaches to Workforce and Youth Development for Young Offenders

POLICY PROFILES

UD 035 142

BEST COPY AVAILABLE

ABOUT THE AUTHORS

David Brown is executive director of and Sarah Maxwell is a consultant to the National Youth Employment Coalition (NYEC), a 22-year-old nonpartisan national organization with members representing more than 200 youth employment and development organizations. It is dedicated to promoting policies and initiatives that help young people succeed in becoming lifelong learners, productive workers, and self-sufficient citizens. More information is available at www.nyec.org.

Edward DeJesus is president of the Youth Development and Research Fund, Inc. (YDRF), which works to improve programs, policies, and opportunities for young people through research, training, and culture. YDRF takes its programs and strategies to juvenile justice systems, schools, community-based organizations, foundations, corporations, and government agencies to help maximize successful outcomes for youth and youth service providers. More information is available at http://ydrf.com

Vincent Schiraldi is president of the private, nonprofit Center on Juvenile and Criminal Justice (CJCJ), which works to reduce society's reliance on the use of incarceration as a solution to social problems. In 1997, the center founded the Justice Policy Institute (JPI), which conducts research, proffers model legislation, and is active in promoting a rational criminal justice discourse in the electronic and print media. More information is available at www.cjcj.org.

©2002, The Annie E. Casey Foundation, Baltimore, Maryland

Additional free copies of this report may be ordered from the Annie E. Casey Foundation at 410-223-2890, or visit www.aecf.org/publications.

CONTENTS

INTRODUCTION 4

INNOVATIVE APPROACHES

FLORIDA BUSINESS PARTNERS FOR JUVENILE JUSTICE INC. 8
Tallahassee, Florida

EXPLORNET AND NORTH CAROLINA OFFICE OF JUVENILE JUSTICE 10
Raleigh, North Carolina

JUVENILE JUSTICE ACCOUNTABILITY BOARD 12
Tallahassee, Florida

JOBS FOR MAINE'S GRADUATES 14
Farmingdale, Maine

OREGON MARKET-DEMAND-DRIVEN PROGRAMMING 16
Eugene, Oregon

FUNDING ALLOCATIONS AND RESOURCE DEVELOPMENT

TANF FUNDS FOR JUVENILE PROBATION 18
Sacramento, California

OCCUPATIONAL THERAPY TRAINING PROGRAM 18
San Francisco, California

JUVENILE WELFARE BOARD 20
Pinellas County, Florida

JOB READINESS/WORK EXPERIENCE PROGRAM 22
Jefferson City, Missouri

USE OF OJJDP FORMULA FUNDS, MINNESOTA COMMUNITY REINTEGRATION 24
St. Paul, Minnesota

SYSTEM COLLABORATION

COMPREHENSIVE STRATEGY FOR YOUTH, FAMILY AND COMMUNITY 26
San Diego County, California

JUSTWORK 28
Omaha, Nebraska

JOB CORPS AGREEMENT 30
Rensselaer, New York

DIVISION OF CIVILIAN CONSERVATION, OHIO DEPARTMENT OF NATURAL RESOURCES 32
Columbus, Ohio

SAFEFUTURES, CONTRA COSTA 34
Martinez, California

YOUTH INDUSTRIES PROGRAM 36
Columbia, South Carolina

SYSTEM FLEXIBILITY AND REFORM

RECLAIM OHIO 38
Columbus, Ohio

NEIGHBORHOOD CONFERENCE COMMITTEES 40
Austin, Texas

YOUTH DEVELOPMENT

IOWA COLLABORATION FOR
YOUTH DEVELOPMENT 42
Des Moines, Iowa

ACKNOWLEDGMENTS 44

introduction

In 1997, the Employment and Training Administration of the U.S. Department of Labor and the Office of Juvenile Justice and Delinquency Prevention of the U.S. Department of Justice sponsored a task force to study ways of meeting the employment and training needs of young people who had been in trouble with the law. The task force was convened by the Home Builders Institute, which was searching for ways to enhance vocational preparation, reduce youth crime and recidivism, and improve the prospects for court-involved youth in the labor market.[1]

In 1999, the Annie E. Casey Foundation asked the National Youth Employment Coalition (NYEC), in cooperation with the Youth Development and Research Fund (YDRF) and the Justice Policy Institute (JPI), to build on the task force's work. The Foundation wanted to identify what works: exemplary programs and policy initiatives that help court-involved youth become economically self-sufficient.

The question of whether employment and training programs are the solution to the problems that confront the juvenile justice system is a legitimate one. For a good portion of the past two decades youth crime and juvenile justice have been subjected to sustained attention and study. The issues matter to policymakers, juvenile justice workers, politicians, and parents, and they matter to the young people themselves.

The national study undertaken by NYEC, JPI, and YDRF had three objectives:

- Identify barriers to reform of the juvenile justice system and review the literature on youth employment, workforce development, and juvenile justice.

- Survey and synthesize information about innovative state and local policy initiatives that promote effective programming.

- Examine exemplary youth employment and development programs that explicitly serve juvenile offenders.

The resulting three-part toolkit examines the systemic barriers to achieving economic self-sufficiency for court-involved youth; it identifies creative approaches to overcoming those barriers; and it details how communities, stakeholders, and practitioners can more effectively prepare young people involved in the juvenile justice system for self-sufficiency and productive citizenship. The overview outlines some of the problems and identifies some of the avenues to their solution, and this portion highlights 19 exemplary policy initiatives.

The 15 exemplary programs highlighted elsewhere in the toolkit are the efforts of the entrepreneurial, the committed, the creative, and the determined to find and implement ways to rescue juvenile offenders and at-risk youth—often despite public policy. All too often, these innovators assert, public policy is a major barrier to, rather than an enabler of, good programming. Until public policy promotes collaborative, comprehensive, innovative programs, there will be no attaining the goal of reaching the largest possible number of young offenders. If we are to move beyond islands of excellence in seas of mediocrity, public policy must acknowledge, advance, build, and sustain environments that promote effective practice.

The 19 policies profiled here fall into several categories: innovative approaches, new ways to allocate funds and develop resources, ways to promote collaboration among various groups, ways

to promote system flexibility or system reform, and one policy initiative that can be viewed more strictly as youth development. Most of the policies cross categories and definitions.

Not all of the policy initiatives meet criteria for what youth development experts consider "best practices." In fact, many are known in the field for their struggles and challenges. Those that do not address employment per se, but rather promote broad-based system reform, are included because they overcame barriers, confronted controversy, or improved operations. They demonstrate how systems can improve services, and that goes beyond simply assessing where the best employment programs are found.

Public policies also can be understood by their genesis. Most of the initiatives highlighted here were created one of three ways: by state legislation in response to a focusing event (often a crisis that captured public attention, prompted outrage, and resulted in demand for change); as partnerships based on the work of a policy community or a "policy entrepreneur," who spearheaded the idea; or as innovative approaches and creative uses of funding to meet a perceived community need. Knowing how to engineer major system change or push for legislation is just the first step. Following through by developing a common language, creating partnerships as needed (even among the reluctant), and securing funding were major challenges most of the agencies involved faced and, often, surmounted.

METHODOLOGY

The selection of highlighted policies was based on an examination of descriptive information and qualitative data that reveal the details of specific conditions associated with each policy.

NYEC used telephone interviews to develop an illustrative case study that provided examples of promising strategies.

The sampling method had two parts. First, national experts in the juvenile justice and workforce development systems, including policymakers, researchers, and representatives from national organizations, were contacted by telephone and through a mail survey of members of the Council of Juvenile Correctional Administrators.

Respondents were asked structured survey questions about funding, outcome measures, and other basic information for policy initiatives they believed had promise. NYEC compared the respondents' suggestions with the overall criteria set forth by NYEC and the Annie E. Casey Foundation. A group of promising policies was chosen, and a second, in-depth telephone survey was conducted of the policymakers and initiative administrators who were instrumental in developing or implementing them.

That survey focused on five key areas: collaboration among systems or between systems and the private sector; policy and system flexibility; youth development; innovative approaches; and funding, support, and replication. The 19 policy initiatives are detailed here. The other parts of the toolkit highlight exemplary programs and give an overview of the field of workforce and youth development for court-involved youth.

NOTE

[1]Task Force on Employment Training for Court-Involved Youth. *Employment Training for Court-Involved Youth.* Washington, D.C.: U.S Department of Justice, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention, November 2000. Online: www.ncjrs.org/html/ojjdp/ojjdpreport_11_2000/index.html.

BEST COPY AVAILABLE

FLORIDA BUSINESS PARTNERS FOR JUVENILE JUSTICE INC.

OVERVIEW

Conventional wisdom holds that business leaders don't like to get involved in social programs, but Florida Business Partners for Juvenile Justice Inc. (originally Business Partners for Prevention), was established by a group that believed a public–private partnership could help combat juvenile delinquency. The group approached Gov. Lawton Chiles with its plan, and in 1994, the secretary of the Department of Juvenile Justice (DJJ) announced a joint effort involving DJJ, the Florida Chamber of Commerce, the Florida Retail Federation, the Florida Council of 100, the governor's office, and business groups that had expressed interest in participating in juvenile justice issues at the state level. The group assists DJJ in developing business partnerships.

During the 1999 Florida legislative session, a direct-support organization for the DJJ was established by statute. In January 2000, the organization was incorporated with a new name, and in August 2001 it was granted a federal tax exemption.

The group's mission is to maximize business involvement in community-based juvenile justice programs. It works to encourage local business partnerships; to sponsor, promote, and support programs and services for at-risk young people and for those already involved with the juvenile justice system; and to recognize the contributions of businesses that work in partnership with DJJ and its provider agencies.

The programs include mentoring, job training and placement, apprenticeships, recreation, and family assistance. Each partnership tailors its objectives to the needs, abilities, and concerns of the businesses involved and the communities served. Generally, this means helping businesses become involved and explaining how to set up job-training, school-to-work, job placement, and apprenticeship programs. The organization also provides technical assistance to youth programs on business recruitment.

INNOVATIVE APPROACHES

Florida's business leaders agreed on these principles: They must collaborate with the public sector, they can offer help and resources for the prevention of juvenile crime, they can support existing solutions.

An early objective was the establishment of a panel of business executives who could offer advice about issues faced by DJJ. Two representatives from each founding-member business serve on the panel. The panel provides oversight of Business Partners projects:

- The development of an implementation manual to assist local chambers of commerce in securing local business involvement in existing delinquency prevention and intervention programs.
- Assistance to local chambers of commerce in coordinating involvement in prevention programs.

BEST COPY AVAILABLE

case example: **innovative approaches** system point–target population: prevention to aftercare for at-risk youth and juvenile offenders ■ contact: Saundra Roach, Senior Management Analyst II, Prevention and Victim Services ■ Florida Business Partners for Juvenile Justice Inc., Florida Department of Juvenile Justice ■ 2737 Centerview Drive ■ Tallahassee, FL 32399 ■ 850-488-3302, 850-922-6189 ■ www.djj.state.fl.us ■ Saundra.roach@djj.state.fl.us

- The creation of the Governor's Community Investment Awards, which give annual recognition to large and small businesses involved in delinquency prevention.

- The development and provision of coordinated training for business participants, local chamber staff, and DJJ staff.

Any interested business owner or employee may join the effort. The key is to organize people who will serve as its driving force. Potential leaders can be found among local chamber leaders and among business representatives who serve on county juvenile justice councils or district juvenile justice boards. Ideally, local Business Partners coordinate their efforts with local governments. The activities, goals, or action plans incorporate local needs and are developed through informal goal-setting programs or through formal asset inventories in the business community.

Business Partners identify assets within local businesses to match with community juvenile justice programs. Particular emphasis is given to improving the workforce development and employment prospects for juvenile offenders as well as for young people at risk of delinquency. The business community can offer direct incentives for youth involvement: everything from offering job placement and career counseling, to mentoring and shadowing programs, to scholarships and internships, to financial and material donations. Business Partners also encourage their employees to become involved by offering release time for community volunteering, coordinating volunteer job banks, and formally recognizing outstanding service to the community.

ISSUES TO ADDRESS

Although the originators of the Florida Business Partners initiative were enthusiastic, it has sometimes been difficult to expand the effort. Where is the common ground between social work and profit making? On a practical level, business people require task-oriented projects that can be accomplished efficiently. The current focus for the Florida Business Partners for Juvenile Justice is to encourage business involvement and participation in local communities and to identify areas where businesses can volunteer and contribute to reducing juvenile crime. Additional goals are to promote the development of the workforce by helping local businesses and communities foster positive youth development and job readiness as an alternative to a life of criminal behavior.

EXPLORNET AND NORTH CAROLINA OFFICE OF JUVENILE JUSTICE

OVERVIEW

When Gov. Jim Hunt signed the Juvenile Justice Reform Act in October 1998, he challenged the state Office of Juvenile Justice (OJJ) to reach young people early and keep them on the right track. OJJ and its training schools across the state formed the Technology Learning Program in partnership with ExplorNet, a Raleigh-based nonprofit organization, to train young people to refurbish and install computers in the OJJ schools. That initiative is called the ExplorNet Technology Learning Program.

ExplorNet is best known for bringing technology to North Carolina's public school system. The program provides tools that take a school district from the basics of cabling through community and economic development. ExplorNet uses a series of programs to help schools integrate technology into the classroom. Communities can then use the growing technology capabilities of their young people to promote economic development. Because of its success in the public schools, the Office of Juvenile Justice decided to incorporate ExplorNet into OJJ's correctional facilities.

Students in the program are offered two classes, Computer Engineering Technology 1 and 2, which follow industry guidelines for A+ computer engineer certification. OJJ expects the program will extend to other juvenile facilities. Coursework includes classroom instruction, internships, apprenticeships, and job shadowing.

INNOVATIVE APPROACHES

The effort was inspired by the state's NetDay projects, which in 1996 had 16,000 volunteers install 3.8 million feet of high-speed data wire in 11,480 public-school classrooms, saving taxpayers an estimated $22 million.

The ExplorNet Technology Learning Program uses public–private partnerships to coordinate resources from government, businesses, and individuals. Used computers are donated to the project by businesses. Students in the Workforce Development program are trained with a curriculum developed by ExplorNet and the state's Department of Public Instruction to refurbish and install the high-speed machines in public schools and state juvenile facilities. OJJ benefits from ExplorNet's statewide network of volunteers from business and industry and from ExplorNet's collaboration with the North Carolina Electronics and Information Technologies Association, which encourages support from information technology companies in the form of guest lectures, hardware and software donations, technical advice, and student internships.

The program follows a six-part plan, whether in a public school or in a juvenile correctional facility:

- Wire the facility for Internet access.
- Install low-cost, high-speed computers.
- Connect classrooms to the Internet.
- Train teachers to use the technology.

BEST COPY AVAILABLE

case example: **innovative approaches** system point–target population: youth incarcerated in training schools ■ contact: Pamela S. Davis ■ North Carolina Office of Juvenile Justice, Department of Juvenile Justice and Delinquency Prevention ■ 1801 Mail Service Center ■ Raleigh, NC 27699 ■ 919-733-3388, 919-733-0780 fax ■ www.juvjus.state.nc.us ■ pamela.davis@ncmail.net

- Develop curricula that incorporate Internet use.
- Evaluate the program's effectiveness.

CHALLENGES OVERCOME

One concern for OJJ was the possible negative reaction from teachers. The project means additional work for them, the introduction of volunteer instructors, and the need for teachers to work side-by-side with students in wiring the schools. Fears were soon assuaged when it became clear that the teachers were as excited about the initiative as the students were.

Another potential barrier that plagues any agency whose goal is public safety is allowing youth to leave facilities for training, education, or work. OJJ's flexible approach allows students who do not pose a risk to the community to work or train outside the corrections system at jobs or as apprentices.

ISSUES TO ADDRESS

OJJ perceives that three issues must be addressed: First, hardware and upgrades are expensive, and ExplorNet does not have the means to donate enough to meet demand. This leads to the second issue, which is the need for more business involvement. Although many volunteer instructors have lent a hand, many other potential volunteers and donors are not interested in helping "bad" kids—even when a program serves useful social purposes. ExplorNet has worked with many businesses to support public-school projects, but those partnership linkages have not always carried over to the juvenile justice system. Additionally, OJJ is finding it difficult to persuade some of those who are associated with the project to serve on workforce boards or to hire Workforce Development participants.

BEST COPY AVAILABLE

JUVENILE JUSTICE ACCOUNTABILITY BOARD

OVERVIEW

In 1994 the Florida Legislature created the Juvenile Justice Accountability Board (JJAB) and charged it with two broad mandates: Measure, evaluate, and report on the outcomes of youth referred to the Department of Juvenile Justice and assess the degree to which the policies and practices of each unit of the executive and judicial branches of government support legislative policy for the juvenile justice system. A sunset provision in the enabling legislation disbanded the board in June 2001. The text of the 1998 supplemental legislation is available online: www.aecf.org/publications/index.htm#youth. JJAB's research and publications continue to guide juvenile justice policy in Florida.

Research done by JJAB and other organizations created a substantial body of data, analyses, and recommendations to support the development of public policy. Policymakers want and need a practical framework within which information can be used to make judgments about the effectiveness of programs and related budgetary decisions.

JJAB was a developer of reliable information and analysis to support annual decision making by the secretary of the Department of Juvenile Justice, the governor, the Legislature, and others. Providing the leadership for the development of a strategic vision for Florida's juvenile justice system is a critical task, and JJAB's vision was based on a broad consensus among the very diverse stakeholders who make up the system. It was used to drive the outcomes expected for youth who are involved in the juvenile justice system.

JJAB supported public safety through informing policy choices and strategies for the prevention of juvenile crime and delinquency. It was guided by a commitment to formulate policy and funding recommendations based on reliable and valid data, independent analysis, and sound evaluation. Its mandate was to obtain input from all stakeholders; encourage open debate on issues; and facilitate the development of a juvenile justice system that effectively reduces juvenile crime, is responsible to stakeholders, encourages interagency collaboration, and sustains public confidence and support. Each goal influenced—and in turn was influenced by—the others in a dynamic annual cycle.

INNOVATIVE APPROACHES

The board carried out its activities inclusively, encouraging the participation of others. Board members believed in continuously forming and nurturing partnerships with DJJ, providers, juvenile justice district boards, county councils, and other stakeholder groups that make up the juvenile justice system.

One stellar example was in the JJAB approach to research on evaluating outcomes. Rather than perform all research internally, the board signed research contracts with university

case example: **innovative approaches** system point–target population: youth in commitment facilities ■ contact: Lynn Groves ■ Florida Department of Juvenile Justice ■ 2737 Centerview Drive ■ Tallahassee, FL 32399 ■ 850-922-4377, 850-922-4101 fax ■ www.djj.state.fl.us/jjab/index.html ■ Lynn.groves@djj.state.fl.us

faculty in the fields of criminology, sociology, criminal justice, and the law. In 1998, board-sponsored research projects were done at the University of Florida and the University of Central Florida. JJAB also worked with the Florida Inter-University Consortium for Child, Family and Community Studies, which consists of a half-dozen public and private universities.

JJAB established a participatory evaluation process in which a wide circle of stakeholders was given the opportunity for input into the design of a credible and effective outcome evaluation system. The following principles guided the board's actions:

- Stakeholders in the juvenile justice system at the local level can and should make valuable contributions to the design of the evaluation process.
- Stakeholder participation in the evaluation design will enhance the credibility and usefulness of evaluation studies.
- Stakeholders need objective information about how programs in their own communities are performing.
- Continuous improvement in the performance of the juvenile justice system depends on a willingness by policymakers at the community and state level to use the results of outcome evaluation studies, as well as other types of research, to inform future policy and funding decisions.

One JJAB study of vocational and work programs for youth in juvenile justice facilities analyzed effective work programs nationwide, examined relevant research on what makes programs effective, examined the status of vocational and work programs in Florida, and made recommendations for expanding and improving Florida's programs. The study showed that Florida takes employment and self-sufficiency for youth seriously.

As with most board projects, the study on vocational and work programs led to publication of two reports. The first, a technical research report, includes a literature review, findings, and recommendations. The other is a summary designed specifically for policymakers, DJJ leadership and staff, providers, local boards and councils, and others who either would have specific use for the report's information or the ability to act on its recommendations. The reports are available online: www.djj.state.fl.us/jjab/index.html.

JOBS FOR MAINE'S GRADUATES

OVERVIEW

Jobs for Maine's Graduates (JMG) is a statewide, private, nonprofit program established by the Maine Legislature in 1993. JMG is based on the Jobs for America's Graduates (JAG) program model, the core elements of which have been adapted to serve incarcerated young people in Maine.

All JMG students participate in the Career Association, a highly motivational youth organization similar to Junior Achievement. Job specialists trained by JMG specifically for the program work with 35–40 students each in classes of 10–15. Each student receives basic academic testing, and remedial studies and tutoring are provided as needed. Students develop graduation and career plans, often supported by career counseling and job shadowing. Career Association activities include visits from guest speakers, field trips, and awards and recognition for academic and job skill achievement.

JMG's academic programs are offered in a year-long, one-credit course, often in conjunction with the business or vocational education departments of the host school, and the full-time job specialists teach as host-school guests. Host schools work with young people whose lives often are marked by a combination of risk factors: Many come from single-parent, low-income families and they exhibit below average academic achievement, basic-skill weaknesses, and limited work experience. Many also have already been involved with the juvenile justice system.

The program consists of more than 120 hours' instruction, much of it in applied-learning activities. Coursework includes employment-based competencies, membership in the Career Association, community service, and academic supports.

JMG extends outward from school too, using local industry and other community resources to introduce career choices, job expectations, the importance of education, and life after school.

JMG's costs are about $1200 per student for 12–18 months of enrollment. And each graduating class essentially pays its way in income taxes during its first year in the workforce. Additional indirect benefits accrue to the taxpayer in the form of revenues not spent on social interventions.

INNOVATIVE APPROACHES

JMG is where government, business, labor, education, and community leaders come together to help incarcerated youth overcome barriers to high school graduation and employment. Public- and private-sector representatives are involved in all aspects of the JMG program: in service on the Board of Directors, in the classroom as guest speakers, and at the jobsite providing shadow experiences and hiring JMG graduates. JMG's private-sector sponsorship is flourishing: Business donations support essential student enrichment programs, local sites, and new-model development.

BEST COPY AVAILABLE

case example: **innovative approaches** system point-target population: incarcerated youth ■ contact: Pete Thibodeau, President, Jobs for Maine's Graduates ■ 209 Maine Avenue ■ Farmingdale, ME 04344 ■ 207-582-0924, 207-582-0938 fax ■ jmg_pete@gwi.net ■ www.jmg.org

JMG currently has four successful program models, and more are being developed.

Project Reach is an intervention and transition program for 7th and 8th graders, with a 9th-grade follow-up. Year-round activities keep students positively engaged with school. The Opportunity Awareness Program is a year-round drop-out prevention program for high school students that emphasizes leadership, self-development, career development, and connections with school and community. School to Work is a program for high school seniors that encourages graduation, leadership, teamwork, career exploration, job attainment, job survival, and mastery of basic employment competencies. School to Work has a 12-month follow-up after graduation. STEPS (Students Taking Educational Paths to Success) works with high school dropouts, aged 16–20. It emphasizes attainment of a diploma or finishing a GED, individual and group skills training, and employability and workplace skills.

After they identify career plans, students learn the basics of the job hunt. Appropriate workplace behavior and attitude training gives students an idea of what employers and co-workers will expect from them.

Perhaps the most important work of the JMG job specialists is advocacy: They connect their students with school and community resources, and they keep track of participants' activities during the summer and after graduation. Job specialists are considered personally accountable for their students' achievement. Students must meet expectations defined by JAG and by Maine's school-to-work efforts. Performance is assessed by Northeastern University's Center for Labor Market Studies. JAG conducts third-party verification of results.

JMG is reaccredited regularly by JAG. In 1994–1995, JMG was identified as "the standard for both model performance and system management." From 1995 to 1999, JMG was named by JAG as the best statewide school-to-work system in the nation. From 1998 to 2000, the JMG graduation rate was 94 percent. Ninety percent of the class of 2000 was working, in school, or in the service.

ISSUES TO ADDRESS

Maine's correctional system serves young people and adults, and juvenile offenders are given little in the way of activities that promote self-sufficiency while they are incarcerated. JMG's contract from the state institution is to ameliorate the lack of opportunity for those young people, who generally face multiple barriers to employment. One barrier is well-recognized and intractable: There is a collective lack of interest in hiring court-involved youth. JMG's advocates work as intermediaries for juvenile offenders to gain entry to the workforce, but there are not enough of them to meet the need.

BEST COPY AVAILABLE

OREGON MARKET-DEMAND-DRIVEN PROGRAMMING

OVERVIEW

Juvenile offenders often find it difficult to find jobs once they are released from the system. One barrier is the stigma of a criminal record, but often they simply do not have the skills they need to compete in the workforce. Juvenile offenders with disabilities can have an even harder time of it. A broad-based initiative in Oregon, however, allows the juvenile justice system to use current labor market information to guide vocational planning, thus directing the training of young offenders to meet the changing needs of the labor market.

INNOVATIVE APPROACHES

The cooperating agencies are the state's Vocational Rehabilitation Division, the Oregon Youth Authority (OYA), the University of Oregon, and the state Department of Education. The Department of Education's certification standards for vocational educators now include the recommendations of the initiative's vocational advisory committee, whose membership consists of people who represent the industries most in need of workers. The initiative also uses data from the statistical abstracts published each year by the State Office of Employment. The result is that OYA facilities can target vocational education to the labor market.

The initiative is unusual in other ways, too. Unlike most employment programs, this one is geared toward the needs of the individual: A single vocational program cannot work for everyone. In conjunction with the effort to identify market-driven demand for labor, Project SUPPORT (Service Utilization Promoting Positive Outcomes in Rehabilitation and Transition) helps incarcerated adolescents with disabilities prepare for transition into the community. The project began as a five-region pilot in 1999 and expanded statewide in 2001. The university provided

TABLE 1. NEEDS ASSESSMENTS

Community Forum Ranking	OYA Youth Ranking	Combined Ranking
Available community resources	Family supports	Support staff and mentors
Institution: education programs	Support of staff and mentors	Family supports
Transition and parole case management	Youth as support	Institution: education programs
Institution: support and treatment	Institution: treatment and support	Available community resources
Support staff and mentors	Institution: education programs	Institution: treatment and support
Independent-living programs	Positive peer support	Youth as support

BEST COPY AVAILABLE

case example: **innovative approaches** system point–target population: youth in transition, facility to community ■ contact: Deanne Unruh ■ Department of Secondary Special Education & Transition, University of Oregon ■ 175 College of Education, 5260 University of Oregon ■ Eugene, OR 97403 ■ 541-346-3585, 541-346-1411 fax ■ dkunruh@oregon.uoregon.edu

start-up training and assistance, and it continues to evaluate Project SUPPORT.

CHALLENGES OVERCOME

Although the market drives most of the decision-making processes in this initiative, the collaborating agencies planned ahead. In an effort to circumvent problems, university researchers conducted a needs assessment in several regions where the efforts were being planned. To reach the goal of developing a participant-centered, community-based program for young offenders making the transition back into the community, the agencies determined that the involvement of community members—and the young people themselves—was essential.

Seven groups of stakeholders were identified as important sources of information: incarcerated young people under OYA supervision, vocational rehabilitation staff members, OYA parole staff, facility education staff, OYA treatment staff, members of the business community and school-to-work experts, and community service agency staff.

Interviews conducted with representatives of these groups and with OYA youth identified specific needs of juvenile offenders about to re-enter the community. The evaluators synthesized the results into six categories. Table 1 shows needs rankings that emerged from the discussions. A similar approach was taken for identifying barriers to success after incarceration (Table 2). Analysis of the information led to specific recommendations for the structure and content of the initiative: It was to facilitate self-directed planning for participants; promote systems change and collaboration with community resources; develop strategies for increasing family and peer support; and help young people continue to develop academic, independent-living, and job skills.

TABLE 2. BARRIERS TO EMPLOYMENT

Community Forum Ranking	OYA Youth Ranking	Combined Ranking
Lack of independent-living skills	Negative peer association	Negative peer association
Lack of social supports	Lack of self-awareness, self-determination	Lack of self-awareness, self-determination
Lack of family support	Lack of family support	Lack of family support
Negative peer association	Lack of independent-living skills	Lack of independent-living skills
Employment–employer barriers	Drugs	Employment–employer barriers
Lack of basic academic skills	Employment–employer barriers	Drugs

BEST COPY AVAILABLE

TANF FUNDS FOR JUVENILE PROBATION

OVERVIEW

In 1997, the California Legislature enacted the Thompson-Maddy-Ducheny-Ashburn Welfare-to-Work Act. Earlier laws had provided for the Aid to Families with Dependent Children program, under which each county provided cash assistance and other benefits to qualified low-income families. The 1997 act gave the program a new name, California Work Opportunity and Responsibility to Kids, or CalWorks, and it altered welfare funding and administration. The act included many new rules, including new work requirements and limits on the receipt of aid. Chapter 3.2, the Comprehensive Youth Services Act (available online: www.aecf.org/publications/index.htm#youth), allows county juvenile probation departments to use federal TANF (Temporary Assistance to Needy Families) money for programs aimed at keeping juvenile offenders off the welfare rolls.

FUNDING ALLOCATIONS AND RESOURCE DEVELOPMENT

The commitment of TANF funds to juvenile probation departments had two steps: First, the actual legislation made it possible. Then, it was necessary to form a mechanism to transfer funds from the state to local agencies. The Department of Social Services administers the funds that go to county juvenile probation departments, and most received block grants for juvenile probation prevention programs. Los Angeles received the largest amount (almost $50 million); other jurisdictions received less. The San Francisco area allocation was just over $3 million.

As long as federal funds are available, county probation departments can use the money to serve children who are truant, have run away, are at-risk of being wards of the court, or are already under the supervision of the juvenile probation department. Parents and families are included as well if the funding will help them build economic self-sufficiency.

The San Francisco juvenile probation department issued a request for proposals (RFP) for community agencies to apply for funding under several categories, from family-focused programs to youth employment. Two agencies applied for and received funding in the category for educational or employment-focused programs. One of them is the Occupational Therapy Training Program.

OCCUPATIONAL THERAPY TRAINING PROGRAM

Contact: Colleen Brennan-Devine
Ida B. Wells Alternative High School
1099 Hayes Street
San Francisco, CA 94117
415-421-6315, 415-241-6317 fax

OVERVIEW

The Special Services Group is a large United Way nonprofit agency based in Los Angeles County. Its subsidiary, the Occupational Therapy Training Program (OTTP), was established in 1975 and now has an extensive history of working with high-risk youth and their families. OTTP provides assessment and training in pre-employment, work

BEST COPY AVAILABLE

case example: **funding allocations and resource development** system point–target population: youth on probation ■ contact:
Jan Bezore ■ California Department of Social Services ■ 744 P Street, MS8-90 ■
Sacramento, CA 95814 ■ 916-657-1662, 916-953-1774 fax ■ jbezore@dss.ca.gov

maturity, independent living, and social skills to students in alternative high schools. Most of the young people in the program are served by the probation system. Services are provided in group and individual training sessions. OTTP helps young people make the transition from the classroom to trade school or college and provides job placement. Intensive case management is provided. OTTP staff members are occupational therapists, social workers, employment specialists, and occupational therapy interns.

INNOVATIVE APPROACHES

The TANF funds made it possible for the Los Angeles-based nonprofit to expand to San Francisco. OTTP's clients have had extremely successful outcomes, including improved school attendance and graduation rates, placement in and maintenance of employment, enrollment in colleges and trade school, increased self-sufficiency, decreased recidivism, and greater motivation.

OTTP incorporates its program into the school schedule so students can work toward high school diplomas. They participate in daily group sessions for a total of 120 hours of instruction, and they attend individual biweekly sessions. OTTP provides a battery of assessments to identify skills, growth areas, and occupational interests. A comprehensive, client-centered evaluation designates short- and long-term goals, which are reevaluated frequently. OTTP provides intensive counseling and collaborates with community-based agencies, including the Bridges School-to-Work Program, which works intensively with young people to provide job placement. The Department of Rehabilitation works with students who have emotional or learning disabilities. Mental health agencies provide crisis intervention and therapy to client students and their families.

CHALLENGES OVERCOME

The director of the program conducted a needs assessment in the San Francisco area, which showed that alternative high schools lacked the services of occupational therapists and that students in those schools could benefit from OTTP's services. But obtaining funding is always the biggest challenge. When the director learned of the Department of Juvenile Probation's RFP, she applied under the education category to serve 16- to 19-year-old students at Ida B. Wells Alternative High School. All of the students had some connection to the juvenile court system. Weeding through the bureaucracy was difficult, but she was able to secure enough funding to serve 55 young people.

Expanding the program from Los Angeles to San Francisco also took effort. OTTP established networks with other community-based organizations to enhance its knowledge of services available to young people in the city. OTTP collaborates with other providers to ensure that essential services are offered to each participant.

BEST COPY AVAILABLE

JUVENILE WELFARE BOARD, PINELLAS COUNTY

OVERVIEW

An independent, special taxing district created by state legislation and approved by county voters funds the Juvenile Welfare Board (JWB) of Pinellas County, Florida. With its establishment in 1946, JWB became the first countywide agency to use dedicated property taxes to improve the lives of children and families. Rather than delivering services directly, JWB plans and contracts for delivery of services through programs operated by various agencies across Pinellas County. JWB currently has contracts with about 80 agencies and 180 programs to provide a broad range of services.

The authorizing legislation, as amended in 1995, is available online: www.aecf.org/publications/index.htm#youth.

The board's emphasis is on prevention and early intervention, and it focuses on positive development for children and families and on the reduction of risk for substance abuse, violence, and harmful sexual behavior. Services and activities are primarily asset and community based. Programs work mainly with children under the age of 6 and between the ages of 10 and 14, and they rely heavily on the principles of youth development.

Each year JWB provides funding for programs and services in four categories: continuing programs, new programs, equipment and renovation, and community development. Each program is assigned to a contract manager for continuous monitoring of success and fiscal accountability. A web-based reporting system allows program participants and JWB to collect and use demographic data and information about what kinds of services are available to Pinellas County's families. JWB's agency certification program ensures that programs operate in keeping with professional standards and that they demonstrate a strong commitment to serving the community.

JWB offers training and technical assistance to direct-services agencies. It also works to advocate new legislation or changes in legislation to strengthen families and protect children, actively engages in providing and exchanging information about the needs of children and families, and strives to build a sense of community linked to support for children and families.

This commitment was affirmed with the passage of the 1990 Children's Services Referendum, which doubled JWB's taxing authority cap and permitted new programming in the areas of child care, family support and empowerment, neighborhood and community development, and youth development. JWB has 11 members, 6 of them appointed by the governor. The ex-officio membership consists of a juvenile court judge, a county commissioner appointed by the County Commission chair, the superintendent of schools, a state attorney, and a public defender.

case example: **funding allocations and resource development** system point–target population: taxing authority to fund services for juvenile offenders and at-risk youth ■ contact: Kathy Helmuth, Director of Communications ■ Juvenile Welfare Board of Pinellas County ■ 6698-68th Avenue North, Suite A ■ Pinellas Park, FL 33781 ■ 727-547-5600, 727-547-5610 fax ■ www.jwbpinellas.org ■ khelmuth@jwbpinellas.org

FUNDING ALLOCATIONS AND RESOURCE DEVELOPMENT

Setting taxes is a government function, and property taxes are the primary revenue source for local governments. Those revenues fund schools, public safety, and public works departments, among other services. JWB's portion of the county's total tax revenue is set based on budget hearings at which all requests for the county's funding are considered. The actual tax rates are set by proposed millage (the tax rate expressed in mills, or tenths of a cent, per dollar for taxation of real property) necessary to fund the budget. Millage is expressed as dollars per $1000 of taxable value. The concept of using dedicated property tax revenue to better the lives of children and families is no longer new, but agencies like JWB are relativley rare.

CHALLENGES OVERCOME

Because JWB is a unique funding source, a significant portion of the revenue makes its way to troubled youth through prevention programs. The enabling legislation states: "The Board hereby created shall have the following powers and duties: . . . to allocate and provide funds for other agencies in the County which are operated for the benefit of juveniles, provided they are not under the exclusive jurisdiction of the public school system."

JWB focuses on shifting funds from traditional social services—welfare agencies that sometimes do not foster independence—to those that promote self-sufficiency. One agency, Family Resources, offers family counseling, training, services for truant and runaway youth, runaway and in-crisis youth shelters, and an alternative suspension program for middle school students. Another project, JWB-TV, is a monthly half-hour television show about children and families shown on cable and on the Pinellas County government access. The show reaches a potential audience of 500,000 Florida viewers in Pinellas and Hillsborough counties.

JOB READINESS/WORK EXPERIENCE PROGRAM

OVERVIEW

Missouri's state Division of Youth Services (DYS) operates on the belief that employment opportunity is essential to the rehabilitation of juvenile offenders. The Job Readiness/Work Experience Program began in 1995 to teach participants how to get and keep jobs and to allow them to earn and manage their own money. DYS selects participants and then places them in positions at DYS facilities and not-for-profit agencies in the participants' communities. The young people are expected to earn GEDs or return to school.

The initiative reaches any eligible offender in the state. Participants range from young people in community care, to the most violent offenders, to those under dual jurisdiction. Since its inception in 1995, more than 2000 young people have been employed through the program.

FUNDING ALLOCATIONS AND RESOURCE DEVELOPMENT

The Job Readiness/Work Experience Program is unusual in its funding and its organization. The program operates through a contractual agreement that includes the Division of Workforce Development and 15 Private Industry Councils (PICs). DYS provides funds to Job Development and Training, which contracts with the PICs to use the money for local programs. Each PIC receives in its contract a specific number of work slots based on the number of DYS facilities in the area. The funds provided to the PICs pay the wages of DYS participants placed in work slots.

This innovative approach also allows DYS to forge working partnerships that might not otherwise exist with other state agencies. Thus, existing funds are maximized to promote skill development and employment preparation for juvenile offenders at any point in the system. Case managers work with individual young people to find work placements with nonprofit organizations and government agencies.

CHALLENGES OVERCOME

The Job Readiness/Work Experience program faced many of the same issues encountered by most youth development efforts: child labor laws, workers' compensation issues, and the tax laws. State policy prohibited DYS from paying young people directly for their work, so a system of "piggy-backing" was arranged and partnerships were created to address the need for youth employment without violating policies already in place. Each issue was addressed through careful research and the potentially complicated process was simplified. The Missouri Legislature has appropriated 100

BEST COPY AVAILABLE

case example: **funding allocations and resource development** system point–target population: incarcerated youth ■ contact: Kit Glover ■ Job Readiness, Missouri Division of Youth Services ■ PO Box 447 ■ Jefferson City, MO 65102 ■ 573-751-3324, 573-526-4494 fax ■ kglover@mail.state.mo.us

work slots throughout the state. In 1999, the jobs program had 667 participants, and data from 1998 showed that 84 percent of the participants had successful outcomes.

ISSUES TO ADDRESS

Inherent in any public policy is the problem of moving from design to implementation. A confounding issue for the Job Readiness/Work Experience Program is that each PIC has its own rules and polices. DYS is organized into five autonomous regions. To complicate matters, workers' compensation insurance payments, for example, differ depending on job category: Premiums for construction workers are higher than they are for office workers. DYS points out that consistency is not always the best policy.

ships

USE OF OJJDP FORMULA FUNDS, MINNESOTA COMMUNITY REINTEGRATION

OVERVIEW

In 2000, Minnesota's Juvenile Justice Advisory Committee (JJAC) awarded more than $600,000 in formula grants from the U.S. Department of Justice Office of Juvenile Justice and Delinquency Prevention (OJJDP) to 16 programs across the state.

The formula grants program was established by the Juvenile Justice and Delinquency Prevention Act (JJDPA) of 1974 to support state and local program planning and implementation. It provides funds directly to states, territories, and the District of Columbia to help implement comprehensive juvenile justice plans that are based on detailed needs assessments.

In fiscal year 2000, nearly $77 million was available for direct awards. Allocations are based on a jurisdiction's juvenile population. Each jurisdiction designates an agency to implement the program. Contact information for administering agencies can be found at www.ojp.usdoj.gov/state.htm. JJDPA requires that two-thirds of all funds be passed through to programs or units of general local government, local private agencies, and Indian tribes that perform law enforcement functions.

To participate, a jurisdiction must address 25 planning requirements set forth in the act and must comply with four core protections for court-involved youth: deinstitutionalize status offenders and nonoffenders; separate adults and juveniles in secure institutions; eliminate the practice of detaining or confining juveniles in adult jails or lockups; and address disproportionate confinement of minority juveniles in secure facilities, jails, and lockups where overrepresentation has occurred. Any remaining funds can be used to support other juvenile justice and delinquency prevention services.

The Minnesota Department of Economic Security facilitated an open, competitive process to award grants to new and expanding programs. The committee used the money to reduce the proportion of minority young people detained or confined in secure facilities when the proportion exceeds minority representation in the general population.

FUNDING ALLOCATIONS AND RESOURCE DEVELOPMENT

JJAC members are appointed by the governor to provide a local perspective on juvenile justice issues. The committee includes juvenile justice practitioners, concerned citizens, and young people. In allocating the funds, JJAC focused on three major program areas, in addition to those required by the federal government: delinquency prevention, diversion, and preadjudication; postadjudication programs; and aftercare with an employment and training component.

case example: **funding allocations and resource development** system point–target population: prevention to aftercare ■ contact: Kay Tracy, Director ■ Office of Youth Development, Minnesota Department of Economic Security ■ 390 North Robert Street ■ St. Paul, MN 55101 ■ 651-296-6064, 651-296-5745 fax ■ www.mnfc.org ■ kay.tracy@state.mn.us

The first area emphasizes parent and family involvement in keeping at-risk young people out of trouble. It also offers funds for diversion, mediation, and restorative-justice programs; mentoring for low-income young people; and recreation and after-school programs. Delinquency prevention programs received the largest share of money in that group. Postadjudication funds went to programs that administer community service requirements and to counseling and education services. The aftercare programs included those that offer support for high school diploma or GED completion, individualized case management, mentoring, and subsidized or unsubsidized employment for ex-offenders.

CHALLENGES OVERCOME

A potential challenge was recognized and addressed from the outset: the need for a small working group. The collaboration and the subsequent funding worked sucessfully because the groups operate locally. They are able to operate efficiently and to provide a milieu in which group members can agree on common goals. The full text of JJAC's 2000 annual report is available online: www.mnwfc.org/youth/components/documents/reports/00Repts/00jjac.pdf.

COMPREHENSIVE STRATEGY FOR YOUTH, FAMILY AND COMMUNITY

OVERVIEW

In 1995, the U.S. Department of Justice Office of Juvenile Justice and Delinquency Prevention (OJJDP) designed the Comprehensive Strategy for Youth, Family and Community as a model for youth in various states. In 1996, San Diego County, California, became a pilot site. The effort is regional, involving prevention, intervention, and sanctions. The nonprofit Children's Initiative administers the program in partnership with the Juvenile Justice Coordinating Council (JJCC).

It is not uncommon for good efforts to be undermined by poor communication, weak collaboration, and ineffective coordination. And the Comprehensive Strategy's success is seen in less duplication of effort; more remedies for system gaps; and well-integrated supervision, service, and support for young people.

The groundwork was laid with professional expertise, information, ideas, and methods culled nationwide. Researchers, front-line staff, executives, and community representatives developed a vision that all of San Diego's young people would become CLEAR (Caring, Literate, Educated and Responsible) members of their communities. Employment and independent-living programs serve those throughout the juvenile justice system: in prevention, intervention, graduated sanctions, and aftercare.

The program promotes CLEAR by supporting youth development in schools, health care, government agencies, faith communities, and community-based organizations. It emphasizes prevention, and it provides immediate and effective intervention at the first sign of problems.

SYSTEM COLLABORATION

The Comprehensive Strategy is the first large-scale collaborative effort in San Diego County. In 1996, the Board of Supervisors appointed 22 members to JJCC, expanding representation beyond the 11 mandated by state law. Crime victims were added, and in 1999 membership was expanded to 25 by adding youth and business community representation.

The team identified critical service gaps in the region, most notably for vocational training in the skilled trades. Now, there is collaboration among workforce development initiatives, independent-living facilities, and numerous employment agencies and employers. The training plan and other interventions are based on literature review and empirical data, not anecdotal evidence. OJJDP has named San Diego's site as one of the nation's most promising.

The vocational program's originators wanted a system to guide young people toward positive life choices to help them attain emotional, social, and financial self-sufficiency. Success is seen in reduced dropout and truancy rates and in increases in high school graduation or other certification. All participants complete vocational assessments and personal inventories by the end of 10th grade—half of them by

BEST COPY AVAILABLE

case example: **system collaboration** system point–target population: prevention through aftercare for youth, aged 6–18 ■ contact: David Simmons, Project Director ■ Comprehensive Strategy, Children's Initiative ■ 4438 Ingraham Street ■ San Diego, CA 92109 ■ 858-581-5882, 858-591-5889 fax ■ www.childrensinitiative.org ■ dsimmons@san.rr.com

Grade 7; 25 percent in Grade 4. The idea is to identify strengths and interests early, so teachers, parents, and others can help students target education and career tracks. Specific options include career and vocational training, mentoring, and apprenticeship programs linked throughout the region.

CHALLENGES OVERCOME

Success was not a given for the Comprehensive Strategy. The team worked to identify leaders and key players to coordinate services. Comprehensive partnerships among businesses, the schools, the courts, and the community were established. Subcommittees identified what worked, what did not, and why.

San Diego County covers 4200 square miles, and its 3 million people use more than 50 languages. It has 18 cities and 43 school districts. The collaborators saw that providers—in health care and social services, schools, employment agencies—were working with the same groups. So a team casework approach was adopted, implementing one-stop-shops and eliminating replication. The Board of Supervisors merged the Health Department and the Department of Social Services, and the county combined services across the region.

Another challenge was the overwhelming need. Young offenders between the ages of 16 and 18 are especially difficult to help because they often do not have jobs or housing options after they leave the juvenile justice system. The Comprehensive Strategy team works with this group to find independent-living arrangements or foster care and to provide employment training through multiple agencies.

ISSUES TO ADDRESS

The county has engaged in regional planning and decentralized service delivery, but because the Comprehensive Strategy covers such a large area, the partners now are looking more closely at individual communities, rather than the entire county. What they have found is that all share a common vision, and that although each might approach a problem differently, in the end most are accomplishing their goals. The lesson learned in San Diego is that different avenues can lead to effective results.

Additional challenges involve data and outcome evaluations. Funding sources require the group to work within a policy framework supported by research and data, rather than anecdote. Although collecting statistics is cumbersome, the group appreciates being "forced" to consider measures for evaluating programs and policy decisions. The next step is to complete an evaluation to identify accurate indicators. OJJDP requires rigorous case–control evaluation, another labor-intensive process that should yield useful results. OJJDP is finishing the data analysis for the Comprehensive Strategy sites and plans to start a preliminary impact analysis in 2002.

BEST COPY AVAILABLE

JUSTWORK

OVERVIEW

JustWork is a cooperative program of Nebraska's Vocational Rehabilitation department and the state department of Health and Human Services Office of Juvenile Services. The collaboration began in 1998 to serve Omaha-area young people (aged 14–19) who are involved in the juvenile justice system. The participants are low- to moderate-risk young people who tend to fall through the cracks. They often end up in commitment facilities when community placement might be more appropriate.

The program components of JustWork are primarily experiential, because so many of those being served have not had successful experiences in the traditional educational process. Participants undergo vocational assessment to determine job goals and placement in the appropriate program component. After assessment, young people enroll in experiential learning labs, where they learn about the world of work and become better prepared for workplace situations. The labs include independent-living training, tours of companies, community speakers, mock job interviews, and community resource awareness.

Young people also are matched with role models or mentors from the business community, a process that is still in the development stages. Young people who need more preparation before entering the job market are given volunteer or on-the-job-training placements. Such short-term placements often lead to longer term employment. Once participants are employed, they receive follow-up services for a minimum of 90 days.

SYSTEM COLLABORATION

JustWork owes its success to the well-planned and detailed formal agreement that preceded its opening. Before the program began, the Vocational Rehabilitation department did not work with the juvenile offender population because its traditional focus had been on serving adults with disabilities. JustWork brought the department in to serve young people in transition from school to work. The adjudicated juveniles are individuals who are at risk, and many of them exit the public education system before they can receive transition services. This project serves only those young people who meet Vocational Rehabilitation's terms of eligibility and order of selection. Many participants have learning disabilities and are best served in experiential learning programs.

As part of the JustWork collaboration with Vocational Rehabilitation, the Office of Juvenile Services provides or contracts for residential and nonresidential evaluation services, special-needs counseling, tracker services, day reporting, electronic monitoring, substance abuse counseling, and foster or group home placements. Referrals come from parole officers, juvenile trackers, other professionals, parents, and young people themselves. Youth Rehabilitation

case example: **system collaboration** system point–target population: low- to moderate-risk youth in community placements ■ contact: Joni Minor ■ JustWork, Vocational Rehabilitation, Department of Education, Office of Juvenile Services ■ 5404 Cedar Street ■ Omaha, NE 68106 ■ 402-595-1307, 402-595-1152 fax ■ j_minor@vocrehab.state.ne.us

and Treatment Centers also make referrals, and JustWork uses Verified Disability information to ensure that each identified student is contacted for services.

Vocational rehabilitation specialists help parolees develop the skills and attitudes they need for work, and they supplement their own expertise with coninuous input from the team in Omaha. They work with vocational rehabilitation counselors, independent-living specialists, evaluators, and employment specialists. Each month, they discuss employment plans with a team that solicits perspectives from juvenile justice, vocational rehabilitation, and workforce development. Counselors focus on how a young person's disability can affect individual progress. Independent-living specialists address accessibility issues, and evaluators gather information about how each person's skills and abilities can translate into employment. Employment specialists who know the job market develop employer connections for the young people in the program.

CHALLENGES OVERCOME

Most of those referred have behavioral disorders as primary disabilities, and some have specific learning disabilities or mental handicaps. Of the 60–75 active cases, 39 are employed, most obtaining work as a result of Vocational Rehabilitation involvement. Only three participants have been incarcerated.

A major hurdle is forming partnerships. When two systems collaborate, they still require the services of numerous agencies and organizations, such as school systems or referral agencies. In this case, an unusual partnership led to a multitude of other collaborations, including those with parole officers, Family Service trackers, and others.

JOB CORPS AGREEMENT

OVERVIEW

For years, juvenile justice professionals have been critical of the more-or-less sanctioned tendency of Job Corps programs to discourage participation by court-involved youth. Most service providers for young people recognize that Job Corps participants and court-involved youth have a lot in common —and both groups benefit from a structured employment-training program.

Participation in the Job Corps program provides benefits to everyone: Juvenile ex-offenders get a chance to learn skills and gain workplace experience that often serves them better than traditional high schools can. The state benefits because those young people are less likely to joint the ranks of reoffenders who must be adjudicated. Society profits from the addition of productive members in the community.

SYSTEM COLLABORATION

In 1997, the New York Office of Children and Family Services (OCFS, formerly the Division for Youth) and the U.S. Department of Labor, New York Office of Job Corps, signed a formal agreement detailing the conditions under which young persons being released from the juvenile justice system could enter the Job Corps. The agreement applies statewide and allows young people leaving residential juvenile justice facilities to enter the Job Corps as an aftercare transition. The text of the agreement is available online: www.aecf.org/publications/index.htm#youth.

The memorandum of understanding outlines the specific responsibilities of OCFS staff members and the Job Corps program. It covers the period from a young person's entry—usually 6 months before the end of a court placement—until graduation or completion of the program. The document also lists specific procedures for granting leave to participants, for handling program or personal problems, and for removing participants from a Job Corps center and terminating their participation—should the need to do so arise. One particularly beneficial component is that OCFS does not contract with the Job Corps for "slots" or "beds." Court-involved young people are included in the program with the same rules and systems that apply to all other applicants. Thus, New York State saves a significant amount of money because it does not contract with a private provider for similar services.

As new issues arise, such as screening by an aftercare counselor or the need for a Job Corps liaison to OCFS, the agreement is revised and updated, allowing those who work directly with the young people to operate efficiently and in the best interests of the participants.

The Job Corps sends information to OCFS aftercare counselors about impending graduations. Once young people complete the Job Corps program, the OCFS responsibility ends, although some support services carry forward. The

BEST COPY AVAILABLE

case example: **system collaboration** system point–target population: Aftercare ■ contact: Gayle Martel, Job Corps Liaison ■ New York State Office of Children and Family Services ■ 52 Washington Street, Room 209 ■ Rensselaer, NY 12144 ■ 518-408-3021, 518-474-9403 fax ■ Gayle.Martel@dfa.state.ny.us

local aftercare office provides assistance when it is requested for school records and referrals to other programs.

CHALLENGES OVERCOME

One significant challenge in most collaborations concerns the way to develop support for the agreement or partnership among the frontline staff. Often, decisions are made at the state or regional level, and the formal agreements or arrangements are not adequately passed down to the counselors, teachers, or staff people who work directly with the client population.

In this case, the challenges could include concerns that young people from the juvenile justice system are singled out for their behavior more than are youth without records. Although juvenile records are usually sealed, leaks can and do occur, often from other young people who might know the released offender from a home community. In practice, however, it is more often the case that OCFS participants slip relatively seamlessly into the program. Although support for an agreement can reach the highest levels of an operation, implementation is where program effectiveness begins. This initiative serves as an example of one that is working, but the concerns must be kept in mind.

alities

BEST COPY AVAILABLE

DIVISION OF CIVILIAN CONSERVATION
OHIO DEPARTMENT OF NATURAL RESOURCES

OVERVIEW

The Ohio Civilian Conservation Corps (CCC) was established by the state legislature in 1977 to provide unemployed young adults (ages 18–24) with life skills, work skills, and education while they work on meaningful conservation and recreation projects.

In July 1997, CCC and the Ohio Department of Youth Services (DYS) began a pilot project for young people making the transition from secure institutions to the community.

By 2002, more than 400 young peolple had been enrolled in the program. CCC maintains two residential and six nonresidential camps in various locations. Participants are paid minimum wage, and after 3 months are eligible for health insurance benefits. Merit raises, internships, and leadership positions are available at varying points. AmeriCorps Education Awards of up to $4725 are available based on the number of service hours completed. Those who have received government services—welfare, foster care, court involvement, counseling, drug or alcohol services—are given preference in enrollment.

SYSTEM COLLABORATION

The 1997 collaboration between DYS and CCC began with a written agreement that detailed each agency's responsibilities. CCC committed to offer total learning: technical skills, employability skills, and life skills training. DYS agreed to dedicate project liaisons and to assist CCC staff members in building strategies and interventions for working with court-involved youth. The results have exceeded expectations on both sides.

In 1999, in cooperation with federal, state, and local government and nonprofit agencies, CCC invested more than 300,000 hours in conservation-based service projects in 62 Ohio counties. Under the direction of the state's Emergency Management Agency and the Ohio National Guard, disaster relief services were provided in seven counties. Partnerships with those agencies and with the Ohio Department of Human Services (ODHS) led the Division of Civilian Conservation to propose an expanded program to serve young people with felony convictions. The statewide Independent Living Program was a success, and ODHS requested that CCC establish a partnership with DYS to enroll young people exiting the juvenile justice system. Program funds that had been directed to DYS were redirected to CCC to support the partnership. CCC developed a formal agreement with DYS that has resulted in the enrollment of 121 students; just 6 returned to the system.

CCC also created a new, collaborative approach to serving one group of young people typically ignored by human and youth service agencies: those who are turning 18 and no longer eligible for foster care. The result is an improved ability to assist corps members in the development of individual educational goals (GED, vocational education,

case example: **system collaboration** system point–target population: youth in transition, facility to community ■ contact: Sally T. Prouty ■ Ohio Department of Natural Resources, Division of Civilian Conservation ■ 4383 Fountain Square Court, B-1 ■ Columbus, OH 43224 ■ 614-265-6436, 614-447-8005 fax ■ www.dnr.state.oh.us/ccc ■ sally.prouty@dnr.state.oh.us

college), career plans, and support services. Upon enrollment all corps members enter a 40-hour training academy. Corps members then may enroll in on-site programs developed in partnership with the state's Department of Education Career Technical Adult Education Program. Partnerships with Hocking College and Terra Community College provide enrollment opportunities for residential corps members, and other local colleges and universities offer similar opportunities for nonresidential corps members. Still other partnerships provide financial and other support services for corps members.

Recently, CCC has focused on incorporating nationally recognized best practices standards for workforce development into the traditional corps program. Under the leadership of the National Association of Service and Conservation Corps, CCC participated in a $1.3 million program, the Dewitt Wallace Readers Digest Corps-to-Career Initiative, which supported program design and postprogram support, tracking, and development of funding alternatives. Assessment by the National Youth Employment Coalition's (NYEC) Promising and Effective Practice Network (PEPNet) resulted in the program's being certified in 2000, based on nationally established best practices standards.

An ODHS Independent Living Program grant supports the enrollment of young adults who have received government assistance. Local workforce development agencies provide assessment, planning, and assistance with postprogram job placement and support. The Cuyahoga Metropolitan Housing Authority re-established a CCC Youth Apprenticeship Program. Welfare-to-Work grants (from Cleveland and Columbus) provide financial support.

In fiscal year 1999, 501 young men and women enrolled in CCC for an average period of 10 months—an increase of 2.5 months (25 percent) over fiscal year 1998. Of the 313 corps members who left the program, 202 (65 percent) were employed, enrolled in college or another training program, or both. Eighteen had attained a GED and 132 had earned college credits during their time in the corps.

CHALLENGES OVERCOME

Forging partnerships is never easy, and connecting systems is always a challenge. Writing the agreement and designing the program were difficult. Like most juvenile justice agencies, DYS typically does not serve young people over the age of 18. And the Department of Natural Resources normally does not serve young people with felony convictions. The addition of ODHS to the effort could have made program development exponentially difficult. However, all the collaborators found that the challenges became opportunities because the system players were willing to cooperate and work toward the same goal.

SAFEFUTURES, CONTRA COSTA

PARENT ORGANIZATION:
Debbie Oldenettel, SafeFutures Coordinator
U.S. Department of Justice
810 Seventh Street, NW
Washington, DC 20531
202-616-3684
http://ojjdp.ncjrs.org/safefutures
oldenett@ojp.usdoj.gov

OVERVIEW

The U.S. Department of Justice Office of Juvenile Justice and Delinquency Prevention (OJJDP) sponsors SafeFutures, which seeks to reduce juvenile violence and delinquency in targeted communities by eliminating risk factors and increasing protection of young people. Its specific program goals include providing a continuum of services for at-risk juveniles and appropriate immediate interventions for juvenile offenders. And it promotes a full range of graduated sanctions that hold offenders accountable to victims and communities, ensure community safety, and provide appropriate treatment and rehabilitation. Community capacity to institutionalize and sustain the continuum through expanded and diversified funding is another goal. Finally, there is an assessment component for project implementation and outcomes.

SYSTEM COLLABORATION

OJJDP designed SafeFutures to create partnerships between all levels of government that involved community and youth; build on existing community strengths and resources; integrate information and services across agencies; and create a sustainable, community-driven strategic plan.

The Contra Costa County, California, is one of the six SafeFutures sites that implement a unique set of services to build on community strengths, services, and supports and fill in existing service gaps: family strengthening, after-school activities, mentoring, treatment alternatives for female juvenile offenders, mental health services, day treatment, and graduated sanctions for violent and chronic offenders. SafeFutures also has sites in Boston; Seattle; St. Louis, Missouri; Imperial County, California; and Fort Belknap, Montana.

Contra Costa County lies on the northeastern shore of the San Francisco Bay, and about 25 percent of its population of almost 900,000 is under the age of 18. The county is ethnically diverse: The Asian–Pacific Islander population has grown 156 percent in the past decade and the Latino population has grown even more. The western part of the county, where SafeFutures efforts are concentrated, is primarily urban. It has a large minority population, many of them poor and undereducated.

SafeFutures in Contra Costa accepts only youthful gang members who are being released from incarceration. Most have spent less than a year in corrections, and SafeFutures begins working with them before they are released.

BEST COPY AVAILABLE

case example: **system collaboration** system point–target population: residential programs to aftercare for gang members ■ contact: Mark Morris, Project Director ■ Contra Costa County SafeFutures, County Administrator's Office ■ 651 Pine Street, 10th Floor ■ Martinez, CA 94553 ■ 925-254-0911, 925-254-9185 fax ■ markomorris@home.com

SYSTEM COLLABORATION

SafeFutures efforts build on the work of local initiatives, including the Contra Costa Policy Academy, Family Preservation and Support, Partnership for a Drug-Free Contra Costa County, a violence prevention initiative of the California Wellness Foundation, and the East Bay Public Safety Corridor Partnership. Federal initiatives include a juvenile justice treatment network; a U.S. Department of Education Drug-Free Schools initiative; YouthBuild, a project of the U.S. Department of Housing and Urban Development (HUD); and two programs of the U.S. Department of Justice. Community-based initiatives include Community Oriented Policing Services and the National Collaborative on Violence Reduction.

Contra Costa SafeFuture has five areas of approach: a family-school-community partnership for early intervention and prevention; a gang initiative for prevention, intervention, and suppression; mental health services; a mentoring service for girls; and infrastructure-strengthening activities. A major focus is training for employment. First, supervisors and employers are located who understand the circumstances of and pressures faced by the client population. Every effort is made to avoid job placements in tempting situations; for example, those that involve handling money. Many SafeFutures participants work with YouthBuild, HUD's job-training project in construction and rehabilitation of affordable housing. Others work for nonprofit organizations. But the largest group is in government jobs that are labor intensive and closely supervised, often in public works. SafeFutures also offers workshops for those who need help developing marketable skills. Those who are interested attend community college or trade school or work as apprentices.

After participants are placed, staff members monitor worksites, talk with supervisors, and emphasize continuing education. About half of the participants transfer to better jobs while they are in the program, usually making the jump from subsidized to unsubsidized employment.

CHALLENGES OVERCOME

A major challenge to SafeFutures was finding jobs for juvenile ex-offenders. SafeFutures staff members found a selling point when they discovered that many local employers had downsized so much they no longer had anyone to do unskilled work. The staff finds employers who are willing to take a chance on a young person with a criminal history, locating employers who can "see themselves" in these young people and give them a chance to work.

ISSUES TO ADDRESS

SafeFutures staff members have identified a disconnect between their participants' appearance and demeanor and what is expected in the workplace—especially in an office environment. Participants feel comfortable in the SafeFutures office, but there are no resources to create a new office to handle the number of young people who could benefit from training.

BEST COPY AVAILABLE

YOUTH INDUSTRIES PROGRAM

OVERVIEW

The Youth Industries Program is a cooperative effort between business and government in which juveniles committed to the South Carolina Department of Juvenile Justice (DJJ) work in apprenticeships. Participants learn trades that will provide them with the skills they need to make a successful transition back to their communities. Wages earned while they are committed are turned over to DJJ for victim restitution, child support, and as savings for eventual return to the community.

In 1996, planning and development of the Youth Industries Program began with the instruction of supporting legislation and a budget request for the construction of a facility in which the program could operate. The text of the authorizing legislation is available online: www.aecf.org/publications/index.htm#youth.

In late 1997, DJJ formed a partnership with Walker White, Inc., a Columbia-based plumbing and HVAC (heating, ventilation, and air conditioning) company. Because there was a shortage of trained labor, Walker White was excited about cultivating new avenues for recruiting young people into the trades.

SYSTEM COLLABORATION

By 1998, DJJ was registered with the U.S. Department of Labor as an apprenticeship program site. Juveniles participating in Youth Industries are learning about sheet metal fabrication, with a focus on the job skills that will make them valuable to potential employers.

DJJ also worked with the private sector for job placement for the students. Through a collaboration with the South Carolina Mechanical Contractors Association—the

case example: **system collaboration** system point–target population: youth in correctional facilities ■ contact: Lois Jenkins ■ South Carolina Department of Juvenile Justice ■ PO Box 21069 ■ Columbia, SC 29221 ■ 803-896-9493, 803-896-8495 fax ■ lljenk@winthrop.djj.sc.state.us

umbrella organization for HVAC, plumbing, and electrical contractors in the state—successful graduates of the Youth Industries Program receive assistance in finding employment with contractors in their home counties upon release from the DJJ. They are then able to continue the apprenticeship program in their own communities.

CHALLENGES OVERCOME

Because the program has only been in operation for a short time, long-term job placement and recidivism rates are unavailable. However, the success highlighted here is based on the system's ability and perseverance cooperating with agencies outside a specific area of expertise. Concessions were made and arrangements secured to allow young people from all parts of the state to participate in a registered apprenticeship program within the confines of a juvenile correctional facility.

RECLAIM OHIO

OVERVIEW

In 1991 Ohio was second only to California in the number of young people held in juvenile correctional institutions, with almost 4000 felony delinquent youth committed to the Ohio Department of Youth Services (DYS). Ohio's juvenile corrections facilities had operated over capacity since 1982, and they were becoming more crowded every year. In 1991 they were filled to 150 percent capacity.

Ohio's juvenile corrections facilities house mostly the male and the poor, and they are just 15 or 16 at the time of commitment. They are disproportionately black; one in nine of Ohio's African-American boys will be committed to the state by the age of 18. A third have been committed to DYS before. Most have had problems at school: Many of them are at least two years behind, they have histories of suspension or expulsion, and many have already dropped out. Most use drugs and alcohol and come from troubled families. Many already have children of their own.

RECLAIM (Reasoned and Equitable Community and Local Alternatives to the Incarceration of Minors) Ohio was established by the General Assembly in June 1993 as an alternative to incarcerating young offenders. It was seen as the most positive change in juvenile justice in Ohio in a decade, and the program became operational Jan. 1, 1995.

RECLAIM Ohio created the annual $65 million Care and Custody Fund for distribution to Ohio counties, which can use their share to provide effective community-based services for nonviolent young offenders or, for more difficult cases, to purchase custodial care from the state.

SYSTEM FLEXIBILITY AND REFORM

RECLAIM Ohio gives local judges more sentencing options for each youthful offender by providing state subsidies for community-based care. At the same time, DYS improves its treatment of young offenders by reducing the institutional population. Institutional overcrowding increases the risk of suicides, assaults (inmates on one another, inmates on staff, staff on inmates), escapes, and crime within the institution. Overcrowding also means there are not enough staff members or teachers, and so too much of the population is simply warehoused—doing "dead time" and watching TV.

Ohio's 88 counties handle the program's community-based component, and county commissioners serve as the fiscal agents for RECLAIM Ohio funds. The money is administered by juvenile courts, which work in collaboration with community advisory boards or Family and Children First councils.

BEST COPY AVAILABLE

case example: **system flexibility and reform** system point–target population: sentencing of delinquent youth ■ contact: Carol Zimmerman, RECLAIM Ohio ■ Ohio Department of Youth Services ■ 51 North High Street ■ Columbus, OH 43266 ■ 614-466-8783, 614-387-2606 fax ■ www.state.oh.us/dys/RECLAIMOhio.html

Each county receives an allocation based on the number of felony adjudications in the county's juvenile court. Once a month, the county is debited 75 percent against the allocation for each young person placed in a DYS institution and 50 percent for each community corrections facility placement. Any funds that remain after debits go to the county treasury. Counties may use that balance to purchase or develop community-based programs for felony offenders who otherwise would be committed to the state system. The funds also may be used to develop programs and services for other adjudicated juvenile offenders. The juvenile courts contract with private agencies to provide services that range from family counseling to electronic monitoring and from day treatment to preparation for independent living.

During its first year, RECLAIM Ohio provided juvenile court judges with just under $18 million to serve more than 8600 youth in community programs. The number of DYS commitments dropped, despite an increase in the number of felony adjudications. In 1996, the Ford Foundation and the John F. Kennedy School of Government at Harvard University named RECLAIM Ohio as a finalist in the Innovations in American Government Awards program.

BEST COPY AVAILABLE

NEIGHBORHOOD CONFERENCE COMMITTEES

OVERVIEW

A Neighborhood Conference Committee (NCC) consists of local citizens who act under the authority of the Travis County Juvenile Court Department as an arm of the court. Committee members are volunteers who live or work in a specific area, such as a ZIP code or a school district. The committee structure provides an informal and voluntary method for resolving minor legal problems within a community.

NCCs meet with young people (10–16 years old) and their parents separately to gain a complete picture of the family's life and determine the possible causes of the criminal act. The committee then determines what sanctions are appropriate for the offense and for each family involved and creates a contract that everyone signs. Entering into a contract with the committee is not considered an admission of guilt, and participation is voluntary.

NCCs serve several purposes: They engage and empower neighborhoods to administer community justice; provide resolution of misdemeanors that allows restoration of loss to the neighborhood, redemption of the juvenile, and restitution to the victim; lend support to troubled families; reduce Juvenile Court backlogs; and make for speedier disposition of Class A and B misdemeanors.

The concept of neighborhoods becoming involved in juvenile justice has been at work in Texas for more than two decades. El Paso County began its Juvenile Court Conference Committee program in 1979. NCC in Travis County began in 1996, and more than 500 conferences were held in its first 4 years of operation. By 200, nearly 300 young people had successfully completed the program and 60 to 70 were in active cases.

Neighborhood volunteers are the heart of the program, but they are supported by a such partnership agencies as the Austin Police Department, Travis County Health and Human Services, and the Travis County District Attorney's Office.

SYSTEM FLEXIBILITY AND REFORM

Because the normal formal hearing process is obviated by NCCs, young are given the chance to continue education and employment instead of spending time in a facility or on probation. The process helps families resolve disputes and makes juveniles accountable for their behavior without formal court involvement. The conferences are held in a convenient neighborhood site during the evening so young people stay in school and parents are not required to miss work time.

case example: **system flexibility and reform** system point–target population: alternatives to adjudication of juvenile offenders ■ contact: Dawn Wiedeman, Liaison ■ Neighborhood Conference Committee, Travis County Juvenile Court, Travis County Health and Human Services Department ■ 100 North IH-35, Suite 3500 ■ Austin, TX 78701 ■ 512-854-7090, 512-854-7080 fax ■ dawn.wiedman@co.travis.tx.us

Completely separate from the state's juvenile justice system (the Texas Youth Commission), NCCs work at the front end of the system, intervening before a young person is committed to a state agency. And the local approach has demonstrated positive results as a statewide initiative for more than 20 years. Six areas of Travis County are now being served.

CHALLENGES OVERCOME

The most pressing challenge is the recruitment and retention of neighborhood volunteers. The nature of the program is cyclical, slowing in the summer. Volunteers are often lost during the down times. NCC staff have formulated partnerships and are conducting outreach initiatives to recruit more volunteers from neighborhood associations, faith-based organizations, and schools. Teachers are some of the most likely potential volunteers.

ISSUES TO ADDRESS

Another challenge that requires more outreach is the need for meeting space. Schools often provide space during the academic year, but in the summer, they are often booked with other programs or are under construction.

IOWA COLLABORATION FOR YOUTH DEVELOPMENT

OVERVIEW

The Iowa Collaboration for Youth Development is an evolving partnership of state and local entities concerned about youth and youth policies. This initiative is designed to better align state policies and programs and to encourage collaboration among state and community agencies on youth-related issues, with the aim of focusing on ways to provide for the safety and well-being of Iowa's young people. The initiative promotes positive youth development principles in state policies and programs and facilitates effective youth development across the state.

In 1998, Iowa was one of nine states to receive 5-year discretionary grants of $120,000 each from the Family and Youth Services Bureau (FYSB) of the U.S. Department of Health and Human Services. The competitively awarded grants were to support state-level collaboration and community-capacity-building activities. The state's lead agency is the Division of Criminal and Juvenile Justice Planning (CJJP) of the Iowa Department of Human Rights. State agencies, community and statewide youth organizations, local agencies, and research institutions also are involved.

FYSB has a history of promoting a youth development philosophy, and it produced a framework that provides a theoretical foundation for youth development. The framework can be used by program developers, program managers, and youth service professionals in developing and implementing service models and approaches that redirect young people in high-risk situations to positive pathways of development. The framework identifies four principles that govern the development of young people as they move toward successful and productive adulthood: a sense of industry and competence, a feeling of being connected to others and to society, a belief in personal control over life direction, and a stable identity.

Many youth services policy and funding decisions are made at the state level. To encourage and support a youth development approach, FYSB promotes the sharing of information about, and collaborating on, youth development efforts at all levels. The goal of the competitive grant program is to facilitate youth development as states address the needs of adolescents.

Since January 1999, the Iowa Collaboration for Youth Development has met to discuss youth development issues, to build consensus on a youth development framework, and to promote youth development principles and practices. The group pursues three broad objectives:

- Use a positive youth-development framework to improve the coordination and alignment of youth policies and programs.

capa

BEST COPY AVAILABLE

case example: **youth development** system point–target population: prevention through aftercare for youthful offenders ■ contact: Richard Moore, Administrator ■ Youth Development State Collaboration, Iowa, Division of Criminal and Juvenile Justice Planning, Iowa Department of Human Rights ■ 321 East 12th Street, Lucas State Office Building, 2nd Floor ■ Des Moines, IA 50319 ■ 515-242-5816, 515-242-6119 fax ■ www.icyd.org ■ Dick.Moore@cjjp.state.ia.us

- Identify or develop community resources to promote successful planning and implementation of effective youth development programs.
- Increase youth involvement in state and local policy discussions and decision making.

CJJP was one of several state entities to receive funding from FYSB to help communities provide young people the support and opportunities they need to become healthy and productive adult citizens. Underlying the youth development approach is a focus on young people's strengths rather than their problems and general agreement that community empowerment is the main vehicle for change. Positive youth development engages young people in situations that connect them to caring adults and that help them become useful and competent members of their communities.

CJJP was established through Iowa's state code. It carries out research, policy analysis, program development, and data analysis to help policymakers, justice system agencies, and other partners identify issues of concern and to improve the operation and effectiveness of Iowa's justice system. CJJP staff members provide a justice system information clearinghouse (www.state.ia.us/government/dhr/cjjp) for system officials and the general public.

CJJP also administers federal and state grant programs to fund local and state projects aimed at preventing juvenile crime, providing services to juvenile offenders, and otherwise improving Iowa's juvenile justice system. Those funds are made available each year through competitive grants. CJJP carries out its duties under the oversight of the Iowa Criminal and Juvenile Justice Planning Advisory Council and the Iowa Juvenile Justice Advisory Council.

Iowa's collaboration has two specific goals: First is replacing fragmented and deficit-driven youth policies and programs at the level with a coordinated youth development approach. The second goal is to build the capacity of communities to use positive youth development in providing youth services.

CHALLENGES OVERCOME

When broad-scale collaborations are the goal, the challenge is ultimately to contend with multiple partners and agencies and the corresponding competing interests. Iowa's partners made making rapid progress in shaping a shared vision.

One method for creating a common vision is to develop definitions that apply across systems. Those from the workforce development system are learning juvenile justice terminology; others acquire knowledge regarding workforce development. A common language that specifies the vision and goals is advantageous to the group's progress.

BEST COPY AVAILABLE

acknowledgments

Many people and organizations contributed significantly to the publication of this toolkit. In particular we thank the Annie E. Casey Foundation for its support, especially in the work of Julie Caple, Connie Dykstra, Talmira Hill, Lisa Kane, and Bart Lubow.

The following people provided much useful preliminary information for the toolkit: John Brooks, YMCA-USA; Ray Chase, American Correctional Association; David Coi, Coalition for Juvenile Justice; Mary Fairchild, National Council of State Legislators; David Gruber, Workforce Strategy Center; Carolyn Haynes, National Council on Crime and Delinquency; Sarah Ingersoll, National Campaign Against Youth Violence; Lisa Lybert, National Crime Prevention Council; Shawn Mooring, Public/Private Ventures; Ira Schwartz, Center for the Study of Youth Policy; Pat Torbett, National Center for Juvenile Justice; Linda Wilkerson, American Probation and Parole Association, Council of State Governments; Jesse Williams, City and County of San Francisco.

We are grateful to the representatives of each of the initiatives profiled in this toolkit for sharing their time and stories with us. And we thank the many young people who shared their insights and whose successes are testament to the worth of the programs and policies of the initiatives featured.

The draft review by the following panel resulted in substantive improvements to this report. We thank them for their participation. Beverly Bachmein, U.S. Department of Labor, Employment and Training Administration; Mike Buzbee, Gulf Coast Trades Center; Carrey Cockerell, Tarrant County (Texas) Juvenile Services; John Dillow, Living Classrooms Foundation; Doug Dodge, U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention; Derrick Dolphin, U.S. Department of Labor, Office of Job Corps; Barry Krisberg, National Center for Crime and Delinquency; David Lah, U.S. Department of Labor, Employment and Training Administration; Ned Loughran, Council of Juvenile Correctional Administrators; Thomas MacLellan, National Governors' Association, Center for Best Practices; Ed Ridgway, National Center for Strategic Nonprofit Planning and Community Leadership; Kristin Rantanen, PIC of Philadelphia; Juan Sanchez, Southwest Key Program.

A focus group of the following corrections administrators was convened in October 1999: Bill Bankhead, Joyce Burrell, Sherese Brewington-Carr, Gary Dalton, Rick Hill, Manfred Holland, Ralph Kelly, Al Lick, Jose Lozada, Mark Martin, Geno Natalucci-Persichetti, Mary Ann Saar, Gayle Turner, and Gina Wood.

Ned Loughran and the staff of the Council of Juvenile Correctional Administrators surveyed council membership, hosted a members' focus group, and provided support and encouragement from the outset of this project.

Joshua Weber and Amanda Lauffer of the Youth Development and Research Fund contributed substantially to the Program Profiles. John Savage of the Justice Policy Institute contributed to the Overview. Ellen Wernick of EW Consulting edited early versions of the report.

ABOUT THE FOUNDATION

The Annie E. Casey Foundation is a private charitable organization dedicated to helping build better futures for disadvantaged children in the United States. It was established in 1948 by Jim Casey, one of the founders of United Parcel Service, and his siblings, who named the Foundation in honor of their mother. The primary mission of the Foundation is to foster public policies, human-service reforms, and community supports that more effectively meet the needs of today's vulnerable children and families. In pursuit of this goal, the Foundation makes grants that help states, cities, and neighborhoods fashion more innovative, cost-effective responses to these needs. For more information, visit the Foundation's website, www.aecf.org.

The Annie E. Casey Foundation

701 St. Paul Street
Baltimore, Maryland 21202
Phone: 410.547.6600
Fax: 410.547.6624
www.aecf.org

BEST COPY AVAILABLE

U.S. Department of Education
Office of Educational Research and Improvement (OERI)
National Library of Education (NLE)
Educational Resources Information Center (ERIC)

NOTICE

REPRODUCTION BASIS

☑ This document is covered by a signed "Reproduction Release (Blanket) form (on file within the ERIC system), encompassing all or classes of documents from its source organization and, therefore, does not require a "Specific Document" Release form.

☐ This document is Federally-funded, or carries its own permission to reproduce, or is otherwise in the public domain and, therefore, may be reproduced by ERIC without a signed Reproduction Release form (either "Specific Document" or "Blanket").